

Office of the Attorney General
Washington, D. C. 20530

September 2, 1982

Ambassador Eugene Douglas
Coordinator for Refugee
Programs
Department of State
Washington, D.C. 20520

Dear Mr. Ambassador:

Thank you very much for your letter of August 26, with regard to the proposed refugee admissions for FY 1983. I am pleased to concur with you in recommending to the President refugee admission levels as set forth in your letter.

With warmest regards.

Sincerely,

A handwritten signature in cursive script, reading "William French Smith", is written over the typed name.

William French Smith
Attorney General



U.S. Department of Justice
Office of the Attorney General

Counselor to the Attorney General

September 1, 1982

NOTE FOR THE AG:

Here is the recommendation for the refugee levels during the upcoming Fiscal Year. The numbers are most favorable, down from this year's ceiling of 140,000 to a new ceiling of 98,000. This reflects large reductions in the number of Indo-chinese admissions. These numbers are set forth in Rudy's memo, which is a hort, well-done 2 pager.

Rudy and Ed concur in this recommendation of Gene Douglas, and so does, importantly, Al Nelson.

I recommend approval and signature of the short letter to Gene Douglas.



U.S. Department of Justice
Office of the Attorney General

Counselor to the Attorney General

Unfortunately, as always, time
is of the essence, so Gene Douglas'
shop tells us, and Rudy views this as
an ASAP item.

A handwritten signature, likely of the Counselor to the Attorney General, is written in ink. The signature is stylized and appears to be a combination of the letters "R" and "D".



U.S. Department of Justice
Office of the Deputy Attorney General
Executive Secretariat

9/1 9:45 am

Ken -

State has called a number of
times in regard to this package.
They had delivered a letter to David
last Friday, requesting a response
by close of business yesterday.

Ida

Memorandum

ATTORNEY GENERAL/DEPUTY ATTORNEY GENERAL ACTION




Subject

FY 1983 Refugee Admissions

Date

August 27, 1982

To The Attorney General

From  Rudolph W. Giuliani
Associate Attorney
General

Action Required: Signature

Final Action By:

Due Date: ASAP

Attorney General

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Deputy Attorney General

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Previous Background Provided:

Summary: Ambassador Eugene Douglas, Coordinator for Refugee Affairs, requests the Attorney General's concurrence regarding proposed refugee numbers for FY 1983. An explanatory memorandum is attached together with a draft letter for your signature.

Comments: ~~Confidential~~ attachment.

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ATTORNEY GENERAL
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EXECUTIVE SECRETARIAT
OFFICE OF
DEPUTY ATTORNEY
GENERAL

Concurrences:

	DAG	AAG	OLC	OLP	OLA	PAO	JMD	ADG	ADG			
Initials		NA	NA	NA	NA/CAC	NA	NA	NA	BES			
Date	8/30				8-30-82			8-27-82	8/31/82			




U.S. Department of Justice

Office of the Associate Attorney General

Washington, D.C. 20530

August 30, 1982

MEMORANDUM FOR: The Attorney General

FROM:  Rudolph W. Giuliani
Associate Attorney General

SUBJECT: FY 1983 Refugee Admissions

The Refugee Act of 1980 requires the President to consult with the House and Senate Judiciary Committees prior to determining refugee admissions levels for the next fiscal year.

Ambassador Eugene Douglas, U.S. Coordinator for Refugee Affairs, has prepared a draft decision paper for the President with proposed refugee numbers for FY 1983. He requests your concurrence regarding these proposals.

Ambassador Douglas would recommend to the President that we proposed to the House and Senate Judiciary Committees the admission of a total of 98,000 refugees in FY 1983. This marks a substantial reduction from the FY 1982 authorized ceiling of 140,000. The following table compares the FY 1982 and FY 1983 authorized admissions on a regional basis.

<u>Region</u>	<u>FY 1982 Ceiling</u>	<u>Proposed FY 1983 Ceiling</u>
Africa	3,000	3,000
Latin American/Caribbean	3,000	2,000
Soviet Union/East Europe	29,000	17,000
Near East and South Asia <u>1/</u>	5,000	8,000
East Asia	100,000	68,000
TOTAL	140,000	98,000

1/ Adjusted to 6,500 during FY 1982.

I recommend that you concur in Ambassador Douglas' recommendations, as do Alan Nelson and David Hiller. In my view, they indicate that the Administration continues to administer the refugee program in a highly responsible fashion, and in a manner responsive to Congressional concerns that the program had become bloated (212,000 refugee admissions in FY 1980).

Ambassador Douglas' letter to you is attached at Tab A.

Alan Nelson's memorandum concurring in Ambassador Douglas' recommendations is attached at Tab B.

A proposed letter from you to Ambassador Douglas concurring in his recommendations is attached for your signature at Tab C.

Executive Secretariat Controlled Correspondence

From H. EUGENE DOUGLAS, DOS		To AG		Control Number 82-08-27-1000
Subject and Date DELVD TO DAVID HILLER: 08-26-82 LTR TO AG FM AMB. H. EUGENE DOUGLAS, DOS. IN PREPARATION FOR CONSULTATIONS W/CONG. COMMITTEES, HE IS SUBMITTING A DRAFT DECISION PAPER WITH PROPOSED REFUGEE NUMBERS FOR FY 1983. REQUESTS CONCURRENCE BY COB 08-31. CONFIDENTIAL.				Date Received 08-27-82
				Due Date 09-01-82
(1) Referred To	(2) Referred To	(3) Referred To	(4) Referred To	Interim Response
Date	Date	Date	Date	Date
Prepare Reply for Signature of AG				Date Released 09-02-82
Remarks 09-02-82 AG SIGNED LTR. BY MESS. TO STATE DEPT., AFTER IC CALLED AMB. DOUGLAS' SECY (ADA ADLER) TO ADVISE IT WAS COMING. COPIES OF ALL TO DAG, AAG, OLA, INS, AND HILLER.				File CL/CHRN <input type="checkbox"/>
				Priority <input type="checkbox"/> (Explain in Remarks)



UNITED STATES COORDINATOR
FOR REFUGEE AFFAIRS
WASHINGTON, D.C. 20520

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OFFICE OF THE
ATTORNEY GENERAL

AUG 27 10 24 AM '82

August 26, 1982

EXECUTIVE SECRETARIAT
OFFICE OF
DEPUTY ATTORNEY
GENERAL

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Dear Mr. Attorney General:

The Refugee Act of 1980 requires that the President through his designee consult with the House and Senate Judiciary Committees prior to determining the refugee admissions levels for the next fiscal year.

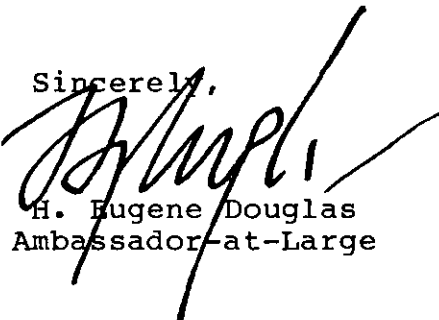
In preparation for the consultations, I am submitting to the President a draft decision paper with proposed refugee numbers for FY 1983.

My recommendation to the President is that we propose to the House and Senate Judiciary Committees the admission of a total of 98,000 refugees in FY 1983. The proposed levels for the coming year include 3,000 from Africa, 68,000 from East Asia, 17,000 from the Soviet Union and Eastern Europe, 2,000 from Latin America, and 8,000 from the Near East and South Asia.

For your background information, I have attached a copy of the Department of State's detailed justification for its original regional ceiling recommendations. Certain regional levels have since been adjusted but the supporting data remains valid.

I would appreciate your concurrence by close of business on Tuesday, August 31.

Sincerely,



H. Eugene Douglas
Ambassador-at-Large

Attachment: Vine memo to Douglas dated 7/24/82 with tabs.

The Honorable
William French Smith,
Attorney General.

Declassified Case: NW 53775 Date:
11-02-2018

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DECL: OADR



DEPARTMENT OF STATE

Washington, D.C. 20520

~~CONFIDENTIAL~~
MEMORANDUM

TO : S/R - Ambassador H. Eugene Douglas
FROM : RP - Richard D. Vine *RDV.*
SUBJECT: Department of State's Recommendation for the
Authorization of Refugee Admissions in FY 1983

The Department of State recommends a worldwide total of 102,000 refugee admissions for FY 1983, divided into the following regional categories:

- Africa: 3,000
- Latin America and the Caribbean: 3,000
- Soviet Union and Eastern Europe: 20,000
- Near East and South Asia: 8,000
- East Asia: 68,000 (including refugees to be admitted under the Orderly Departure Program)

The underlying principle guiding us in determining the refugee admission figures for FY 1983 has been that we must be responsive both to: (1) our responsibility to do our fair share in shouldering the world's refugee burden; and (2) our responsibility to recommend only that number of refugees whose resettlement the Administration can reasonably ask the American people to finance at this time.

Our objective has been to manage the admissions program down prudently to more acceptable levels, bearing in mind humanitarian, foreign, and domestic concerns.

There follow some of the main policy considerations concerning each region:

Declassified Case: 17X-83778 Date:
11-02-2018

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GDS 7/14/88

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--Africa: The 3,000 numbers recommended for Africa are sufficient, in view of the fact that most African refugees prefer to remain in regional first asylum countries, awaiting repatriation.

--Latin America: The 3,000 numbers recommended are sufficient for the needs foreseen at this time.

--Soviet Union: Because the emigration of Soviet Jews and Armenians has been so low during the past year (fewer than 250 a month), the recommended figure of 6,000 would be more than adequate for refugees of all six processing priorities. Although the Administration used the higher "symbolic" figure of 20,000 in FY 1982, we believe that that procedure is no longer necessary.

At your request, we are evaluating the possible termination of the use of Priority 6 (no existing U.S. links) for Soviet Jews. Because this issue is controversial, both within and outside the Department, it will be addressed in a subsequent action memorandum to the Under Secretary for Political Affairs for a decision on the Department's position. Although the decision on this issue will be an important one, its outcome is not one that impacts greatly on our budgetary plans. Therefore, in either case, we would wish to be in a position to fund resettlement of 6,000 Soviet refugees in the U.S.

--Eastern Europe: The figure of 14,000 is set 3,000 higher than the adjusted total for FY 1982 in order to be prepared for an increased number of Polish refugees, should that become necessary. When making the Administration's presentation to the Congress, we propose that the Soviet Union and Eastern European figures be combined, giving us a total regional number of 20,000. This would provide us with greater flexibility in making shifts of emphasis within the region, as changing circumstances dictate.

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--Near East and South Asia: We recommend an admission number of 8,000, which is 1,500 higher than last year's adjusted figure. This will permit us, inter alia, to continue our resettlement of eligible Afghans, Iraqi minorities, and other smaller groups from the region and to establish, for the first time, a refugee program for Iranians (the latter program has received Department of State approval from Under Secretary Eagleburger and will shortly be the subject of a separate memorandum to you). This would include all persecuted Iranian groups, including religious minorities, such as the Baha'is, Christians, and Jews.

East Asia: The 68,000 being proposed for Indochinese refugees represents a significant drop from the 100,000 authorized for FY 1982. The proposed figure includes refugees who would be processed under the Orderly Departure Program.

The resettlement of 68,000 Indochinese would absorb the expected influx of the approximately 44,000 new refugees during FY 1983, and, additionally, would reduce the refugee camp populations. This should safeguard politically the continuation of first asylum. It also could encourage some first-asylum countries to consider eventually some limited settlement-in-place.

Descriptions of the projected refugee pools proposed for admissions from each region can be found in Attachments B through G.

Attachments:

- A. FY 1983 Refugee Pool and Projected Resettlement
- B. Projected Refugee Pool for Africa in FY 1983
- C. Projected Refugee Pool for Latin America and the Caribbean in FY 1983
- D. Projected Refugee Pool for the Soviet Union in FY 1983
- E. Projected Refugee Pool for the Eastern Europe in FY 1983
- F. Projected Refugee Pool for the Near East and South Asia in FY 1983
- G. Projected Refugee Pool for East Asia in FY 1983

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Drafted: RP/RAP:BAFlatlin *W*
07/14/82 Ext. x22303

Clearances: M:RTKennedy *W*
M/COMP:RBFeldman *W*
D:RPerito *W*
AF/I:SHolly *W*
ARA/RRR:GCMcCulloch *W*
EA:JHoldridge *W*
EUR/EE:MAnderson *W*
EUR/SOV:AGoodman *W*
NEA:JShea *W*
CA:REFritts *W*
H:LHunt *W*
HA:TTull *W*
L/HR:AMSurena *W*
S/P:RSRandolph *W*
RP/BP:JNPurcell *W*
RP/IA:AEDewey *W*
RP/RA:RLFunset *W*

Document No. 3404B

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FY 1983 REFUGEE POOL AND PROJECTED RESETTLEMENT

<u>Area</u>	<u>Pool</u>	<u>FY 1983</u>		<u>1982 (est.)</u> <u>U.S.</u>
		<u>Resettlement</u>	<u>Needed</u>	
		<u>Third Country</u>	<u>U.S.</u>	
Africa	2,000,000+ 1/	negl.	3,000	3,500
Latin America	150,000	negl.	3,000	700
Soviet Union 4/	500,000+ 2/	1,800	6,000 3/	2,500
Eastern Europe	210,000	13,000	14,000	11,000
N. East & S. Asia	4,500,000	2,000	8,000	6,500
East Asia	252,000	25,000	68,000	75,000
Total	7,612,000	41,800	102,000	99,200

NOTES:

- 1/ Of whom 30,000 are potentially eligible for resettlement.
- 2/ Estimated number of the persons who desire to leave. In practice any of this number allowed to leave by Soviets are considered to require resettlement. In FY 1983 this number could total 6,000.
- 3/ Symbolic figure may be raised to 12,000 to 15,000.
- 4/ Soviet Union and Eastern European admissions numbers should be combined for Congressional Presentation.

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POOL FOR REFUGEE ADMISSIONS FROM
AFRICA DURING FY 1983

I. General Statement:

On the continent of Africa the estimated refugee population is slightly in excess of two million. There may well be an equal number of people whose displacement because of natural causes has forced them to cross international boundaries in search of their basic human needs. This discussion will be restricted, however, to the two million-plus refugees.

Refugees for whom extra-regional resettlement is necessary or desired, reside almost exclusively in those eight African countries which have been designated as U.S. resettlement processing posts. Approximately 1.64 million refugees live in those eight countries (Egypt, Djibouti, Sudan, Somalia, Kenya, Zambia, Botswana, and Zaire). The vast majority of these 1.64 million refugees neither need nor want extraregional resettlement for some or all of the following reasons:

- no threat to their lives;
- they have spontaneously resettled with kith and kin in their asylum countries;
- prospects for voluntary repatriation are not yet dead;
- access to land, social services, etc. permits some to achieve their pre-flight standard of living;
- their being preliterate and having life styles (e.g., nomadic, subsistence farming) totally dissimilar from those in the U.S. argues extra-regional resettlement would be appropriate in extremis only, i.e., a life-threatening situation;
- U.S. involvement in Africa and patterns of recent migration from Africa to the U.S. have not been so strong as to provide ties which would argue that these refugees are of special concern, e.g., family reunification, former employees, etc.

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II. Assessments by Region in Africa:

A. East and Southern Africa:

The 1980 Refugee Act was enacted in part to lift earlier geographic and ideological restrictions, permitting U.S. admission to refugees from areas, such as southern Africa, in general, and South Africa and Namibia, in particular. The experience to date, however, has been that most refugees from South Africa and Namibia have not opted for U.S. resettlement for such reasons as:

- their real objectives are post-secondary education/training outside Africa, not permanent resettlement;
- suspicions that the U.S. resettlement program is designed to emasculate the liberation movements;
- Namibian refugees' hope that a settlement will be reached that will permit their voluntary repatriation in the foreseeable future.

There is a small number of refugees who are liberation movement dissidents or whom South African authorities could capture. Their lives are in true jeopardy in their asylum countries. Despite the desire of the asylum countries and the UNHCR to protect these refugees, they simply are unable to prevent liberation movements or South African authorities from capturing these refugees for execution, imprisonment, and/or other forms of harassment and persecution. This small number of refugees would fall in Priority 1.

B. West and Central Africa:

There are virtually no refugees in this area for whom U.S. resettlement is necessary or appropriate for the reasons cited in Section I.

C. Horn of Africa:

1. Djibouti:

The government of Djibouti has over time been the least hospitable of all the African governments. UNHCR has not been particularly effective at ensuring compliance with UNHCR and

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OAU Protocols and Conventions relating to refugees. In early 1982, Djibouti forcibly repatriated approximately 200 Ethiopian refugees. Refugees in Djibouti town are particularly subject to poor treatment. In Djibouti's defense it should be noted that employment opportunities, even for Djiboutians, are negligible and the country is a wasteland which provides virtually no opportunity even for subsistence farming by refugees. Against this background, it may be advisable for the U.S. to provide resettlement opportunities again for refugees in Djibouti. For this to happen, however, UNHCR would have to state clearly that extra-regional resettlement is required and to internationalize this solution to the refugee problem in Djibouti. The U.S. must not again become the sole receiving country.

2. Somalia

Somalia is one of the few ethnically homogeneous countries in Africa. Most of the refugees in Somalia are ethnic Somalis. There are some Ethiopian refugees, principally in urban centers, and those of other ethnic origins (e.g., Amharas and Eritreans) who simply cannot be assimilated or permanently resettled in Somalia. U.S. resettlement for small numbers of such refugees may be justifiable.

3. Sudan:

The U.S. resettlement program has been the subject of continuing debate among international organizations, private voluntary organizations, the Sudanese Government, and the USG. Despite Sudan's progressive asylum/resettlement policy, Sudan is hard pressed to integrate these aspiring refugees either into its agriculturally based rural settlement or into permanent and meaningful urban employment. Sudan does not envision citizenship or anything like permanent resident alien status for the refugees it is hosting. Work permits, business licenses, and property ownership are generally denied to the refugees. A case can be made, therefore, that these refugees are not firmly resettled in Sudan, nor will they be.

The conclusion to be drawn, therefore, is that there is a significant number of refugees in Sudan who, though not in a life-threatening situation, desire extra-regional resettlement. We are unable to make a strong case for

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internationalization of resettlement of refugees in Sudan since neither the UNHCR nor other traditional resettlement countries view extraregional resettlement as a necessary or appropriate solution. Local HCR representatives appreciate the U.S. resettlement program and cooperate with us to extent that we request their involvement in the program.

4. Egypt:

The experience to date has been that refugees processed in Cairo have almost all travelled to Egypt not directly from their country of origin, but rather from a country of first asylum. Their travel to Egypt has been either in search of employment or to take advantage of a scholarship, usually under UNHCR auspices. It is inappropriate, therefore, that we should continue to process for U.S. resettlement refugees who are in Egypt on their own or the UNHCR's initiative.

III. African Refugees in Europe:

African refugees in Europe are neither in life-threatening situations, nor have they received any official guarantees of U.S. resettlement. Their travel to Europe is almost always at their own initiative and expense. Some African refugees in Europe could qualify as family reunification cases for whom processing in Europe would be appropriate. The uncontrolled movement, for whatever reasons, of African refugees to Europe, especially Italy, is a European, not a U.S., problem.

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PROJECTED

REFUGEE POOL FOR AFRICA

DURING 1983

IV.

ASSUMPTIONS:

-- That the security situation in Africa will not change to produce a higher rate of increase, compared to FY 1982, of refugees who would need to be considered for resettlement in the U.S.

-- That most African refugees prefer to remain in their home region, pending repatriation.

Refugee Pool Oct. 1, 1982	Inflow During FY 1983	FY 1983 Pool	[-----Population Reductions-----]			Remaind Pool
			Repat.	In-Place	Third Country	
2,000,000+	Unknown	2,000,000+	Unknown	Unknown	3,000	1,997,0

Third Country Offtake:

Negligible

Projected Resettlement in the U.S. in FY 1983:

3,000*

* Of this number, approximately 400 are in Priorities 1 through 5; 2,600 are in Priority 6. The latter would include approximately 1,800 urban refugees in Djibouti assuming the UNHCR's internationalization of resettlement. A small percentage of the refugees in the Sudan would require Priority 6 consideration because of the difficulties of firm resettlement in that country.

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Drafted: RP/IAR:JPKelley

Cleared: RP/RAP:BAFlatlin
AF/I:SHolly

Document No. 1367D

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POOL FOR REFUGEE ADMISSIONS FROM LATIN AMERICA
AND THE CARIBBEAN DURING FY 1983

I. Assessment by Country:

We estimate the current number of refugees (including political prisoners) in Latin America and the Caribbean at between 100,000 and 135,000. Of this number, some 55,000 to 75,000 are Salvadorans, 6,000 to 8,000 Guatemalans, 10,000 to 12,000 Cubans, 25,000 to 35,000 Nicaraguans, and 5,000 to 8,000 current political prisoners in their countries of origin. This total does not include thousands of former political prisoners still living in their respective homelands. Projecting future flows is made difficult by the nature of the refugee problems in each area which are characteristically rooted now in civil war and radical political shifts. However, barring significant changes in the especially volatile nations of Nicaragua or El Salvador, we expect that refugees will continue to leave these two countries during FY 1983 at about the present rate of several thousand persons per year. Thus, the refugee population could swell to as many as 150,000 persons by the end of FY 1983.

II. Need for Resettlement in the U.S

Most refugees in Latin American and Caribbean countries are not likely to require resettlement outside the area. The Latin American tradition of sheltering refugees has stood the test in the past year as new refugees have been welcomed in countries of asylum. This attitude is likely to endure so long as the international community continues to assist host countries to meet the financial burden imposed by the refugees, and prospects of eventual repatriation of those not invited to remain permanently are maintained. Plans to resettle refugees who are in first asylum countries outside Latin America would undermine the willingness of area countries to maintain the current policy of sheltering refugees. Therefore, resettlement of significant numbers of Latin American refugees outside the area is not only unnecessary to preserve the concept of first asylum, but potentially damaging to it.

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In the broadest sense resettlement of refugees in the United States should be made only if they are of special humanitarian concern or in the national interest of this country. Three questions help define the application of these concepts: 1) would the refugee's admission help him escape from persecution?; 2) does the admission of a specific group of refugees help further our humanitarian objectives?; 3) does the admission of a group of refugees further our foreign policy objectives?

The admission of current and former political prisoners has historically been considered of special humanitarian interest to the United States. These individuals are subject to harsher treatment than most other area refugees, and, in some cases, the U.S. is in a unique position to help relieve their plight. The FY 1983 admissions program for the region is designed to admit both current and former political prisoners, along with their families, who have been imprisoned for non-violent political activities. The ability of current political prisoners from this region to move to the United States during FY 1983 will depend on the willingness of their home governments to issue them exit permits. This precludes a specific country-by-country pool breakdown since release of political prisoners involves autonomous governmental decisions yet to be made in the upcoming year. In addition, we must be prepared to respond quickly to international efforts to secure the safe passage of new refugees caught in a sudden change of government, especially if it involves people still within their country of nationality or normal residency.

The estimated number of current and former political prisoners in the area could be as high as 30,000 persons. However, the great majority of them (16,000 to 20,000) are former political prisoners still in Cuba, who at the present time have limited prospects to leave their homeland. Another significant portion (5,000 to 8,000 individuals) are current political prisoners in area countries where prospects for their release are minimal.

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- 3 -

The realistic number of current and former political prisoners that could be admitted to the U.S. in FY 1983 is comprised of some 150 already processed Argentine political prisoners (with some 150 family members) who have not been able to secure travel authorization from the GOA, and some 100-150 former political prisoners in Cuba (with approximately 300-450 family members) who may succeed in leaving their homeland next year. In addition, 1,800 admissions should be made available in case circumstances in any of the area countries currently holding political prisoners permit us to secure their release. Finally, a limited number of admissions (100-200) should also be set aside to be used if a sudden change of government requires some emergency admissions, or if specific refugees find themselves in a "life-threatening situation."

Therefore, we propose to admit up to 3,000 refugees from this area in FY 1983. Included in this number are sufficient admissions, 2,700, to process current and former political prisoners that can be expected to apply for the program, or are already approved for entry; 200 admissions for refugees in life threatening situations; and 100 admissions for the relatives of previously admitted refugees still holding that status (Visa 93 cases). Further, current and former political prisoners, as well as refugees in life-threatening situations still residing within their country of nationality, are to be considered for admission pursuant to Section 101 (a) (42) of the Immigration and Nationality Act.

III. International Resettlement

As stated earlier, Latin American countries have a tradition of granting asylum to political exiles and refugees from neighboring states. This has led to a pattern in which most regional refugee movements culminate with resettlement in countries of first asylum or in other nearby nations. Some 21 countries, mostly within the region itself, have accepted over 400,000 refugees from other Latin American states. Some 100,000 are estimated to have gone to Italy and some 50,000 to Spain, where many Latin American refugees have been absorbed into the local population. Over the last year new refugees have continued to be welcomed in countries of first asylum.

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Since 1959, almost one million Cubans have fled their homeland, over 800,000 of whom have resettled in the United States. In addition to those resettled in the U.S., some 5,000 have gone to Costa Rica, some 35,000 to 50,000 to Venezuela, and thousands of others to Spain, Peru, Colombia, Mexico, and other European and Latin American countries. Current conditions in receiving countries are such that resettlement of large numbers of refugees in the United States is not warranted. This view extends to individual refugees granted refugee status by other countries. Many of them become permanent residents in the countries granting asylum, and, as such, become permanently resettled. As in other areas of the world, permanently resettled refugees are eligible for entry to the United States only through the normal immigration process, as provided under the Immigration and Nationality Act.

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PROJECTED

IV. REFUGEE POOL FOR THE LATIN AMERICA AND THE CARIBBEAN

DURING FY 1983

ASSUMPTION:

--That the security situation in Latin America and the Caribbean will not change sufficiently in FY 1983, compared to FY 1982, to produce a higher rate of increase of refugees who would need to be considered for resettlement in the U.S.

--That Latin American and Caribbean countries will continue to practice their customary generosity in providing asylum for the majority of refugees.

FY 1983

Refugee Pool on Oct. 1, 1982	Inflow During FY 1983	FY 1983 Pool	Population Reductions		Total Reduction	Remaining Pool
			Repat.	In-flow		
138,000	12,000	150,000	Unknown	Unknown	3,000	147,000

Third-Country
Off-take

Negligible

Projected Resettlement in the U.S. in FY 1983

3,000*

*This total would include: 2,700 current and former political prisoners and their families (300 Argentine, 600 Cuban, and 1,800 others); 200 persons in life-threatening situations; and 100 Visa-93 cases.

Drafted: RP/AR:MPercy

Clearances: RP/RAP:BAFlatin
ARA/RRR:GCMcCulloch

Document No. 3340B

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POOL FOR REFUGEE ADMISSIONS FROM THE SOVIET UNION
DURING FY 1983

I. There are three components of the pool of refugees from the Soviet Union to be considered for admission to the U.S. during FY 1983:

A. Soviet Jews:

Only a limited number of persons from the Jewish population of approximately 1.7 million are permitted to leave on visas for Israel. Of the Jews leaving the USSR, the percentage electing to immigrate to Israel has been steadily declining over the past ten years to the point where at the present time only 25% resettle in Israel; of the remaining 75%, about 5% rejoin relatives or friends in countries of Western Europe, Australia, and Canada; the rest (70%) are admitted to the United States as refugees.

Although it is estimated that some 500,000 Jews in the Soviet Union may wish to leave, it is not likely that the current low number of arrivals in the West (under 250 monthly) will change in the months ahead. Thus, one may project that the total U.S. share of admissions during FY 1983 will be comparable to FY 1982 admissions, which are not expected to exceed 3,000 persons. It would be prudent, however, to allow for moderate changes in Soviet emigration policy which could add an additional 2,000 persons to the number who should be considered for admission to the U.S.

B. Soviet Armenians:

A limited number of Armenians with relations in the U.S. are permitted to leave the Soviet Union for the purpose of family reunification, albeit the relatives are, in fact, usually distant ones. A few Armenians also leave for reunification with relatives in Lebanon; however, there are no other third-country aspects to this program. Armenian emigration has declined dramatically in the past year, paralleling the decline in Jewish emigration. During FY 1981, 4,077 Armenians left the Soviet Union and arrived in the U.S. No more than 400 are expected for the entire FY 1982 period.

The present low rate of emigration from the USSR for both Armenians and Jews appears to reflect, in part, the present strain in U.S. - Soviet relations. Assuming this does not change significantly in the foreseeable future, one could

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(GDS 7/7/88)

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project a continuation in the current monthly departure rate of fewer than 40 Armenians during FY 1983, making a total of some 500 persons. Allowing for possible changes in Soviet policy, an additional 300 are added.

C. Defectors, Dissidents, and Others:

During the course of FY 1983, it is probable that some 30 defectors (including family members), such as dissidents, musicians, dancers, students, seamen, or officials, will be admitted. Some may qualify under Priority 1 as being in danger of Soviet retaliation in countries of first asylum. Others would be determined to be admissible under Priority 6. These defectors (small "d") are not to be confused with the handful of "Defectors" brought here each year under separate provisions of the law; this latter special category is not chargeable to refugee funds or numbers.

Additionally there may be a few (ten at the most, including family members) prominent dissidents and refuseniks within the USSR who would be released to the West as a result of international or US pressure -- and who could realistically be expected to come here. Finally, some non-Jews occasionally slip into the Jewish emigration stream with no intention of going to Israel, but determined to come to America.

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II. REFUGEE POOL FOR THE SOVIET UNION

DURING FY 1983

ASSUMPTION:

-- That the rates of emigration permitted for Soviet Jews, Armenians, and dissidents does not change significantly from the trend of past year.

Refugee Pool Oct. 1, 1982	Inflow During FY 1983	FY 1983 Pool	Repat.	In-Place	Population Reductions Third Country	Total
Soviet Jews: 500,000	7,360	7,360	N/A	N/A	7,360	7,360
Soviet Armenians: 100,000	800	800	N/A	N/A	800	800
Defectors, Dissidents,	50	50	N/A	N/A	50	50
Others: Unknown						

Totals:	8,210	8,210	--	--	8,210	8,210
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Third-Country Off-Take:

2,210*

Projected Resettlement in the U.S. in FY 1983:

6,000**

* Estimated off-take of Soviet Jews by Israel, Australia, Canada, and countries of Western Europe.

** This total includes: 5,250 Soviet Jews, of whom some 75% are Priority 6; 800 Armenians, of whom 75% are Priority 6; and 50 defectors, dissidents and others.

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Drafted: RP/IAR:JChavchavadze

Cleared: RP/RAP:BAFlatin
EUR/SOV:AGoodman

Document No. 0872C

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POOL FOR REFUGEE ADMISSIONS FROM EASTERN EUROPE
FY 1983

I. There are three components of the potential pool of Eastern European refugees to be considered for admission into the U.S. during FY 1983.

A. Polish Refugees and Former Detainees

The Poles constitute the largest group in the Eastern European pool. Over 200,000 are estimated to be in Western Europe. Over 80,000 are in the FRG, and some 14,500 are registered with the Austrian authorities. The remaining Poles are located in Sweden, Denmark, France, and the U.K. Additionally, there are several thousand Polish technicians and workers in countries of the Near East. (An additional 50,000 are already in the U.S.) Polish seamen periodically jump ship at ports-of-call around the world, seeking resettlement in the West. The majority of these Poles left their homeland with the intention, prior to the imposition of martial law, of returning. Although several thousand have gone back to Poland since December, 1981, many others are uncertain of their future plans.

With the exception of those Poles in Austria and possibly the FRG, we assume that during the period of FY 1983 nearly all of the exiled Poles will elect to remain in countries of temporary asylum in Western Europe and those working in the Near East will continue to work there. The potential U.S. admission of Polish refugees would therefore be drawn principally from: (a) the present Polish population in Austria (14,500 -- which should be reduced by 4,000 movements to the U.S. and elsewhere during the rest of FY 1982); and (b) some portion of the Poles in the FRG, perhaps 6,000. This number would total around 16,500. Only half of those seeking resettlement would seek U.S. admission; the other half would go to third countries.

Additionally, we anticipate a limited, but unknown number of former Polish political detainees to be released to countries of the West, including the U.S., during the period of FY 1983. For planning purposes we should allow for 300 detainees, plus close family members, which brings the total for detainees to 800. Although it is not certain that 800 numbers will be needed, the detainees do qualify under Priority 1, and flexibility should be built into our over-all Polish admissions planning to accomodate them should the need arise.

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B. Other Eastern Europeans

The second component of the overall Eastern European pool is the normal influx of persons from other countries of that region into countries of first asylum in the West.

While precise figures are not available on the total influx of Eastern Europeans into countries of first asylum, as a general rule, over 50% of those who seek resettlement in the West elect to come to the U.S., and 50% go to Australia, Canada, New Zealand, and countries of Western Europe.

During FY 1981, a total of 4,823 Eastern European refugees (apart from the Romanian TCP Program) were admitted into the United States and approximately the same number were resettled elsewhere. Total flows from Eastern Europe (with the exception of Poland, from where virtually no one is now able to leave) during the first eight months of the current fiscal year are at a level comparable to last year at this time. Thus, one could project for FY 1983 (barring unforeseen events -- including the cessation of martial law) a total flow similar to that during FY 1981 -- i.e., approximately 10,000 persons, of whom half will be seeking U.S. admission.

C. Romanian TCP Program

During FY 1981, 1,881 Romanians were admitted under this program. A numerical limitation of 200 per month set by RP in 1981 enables us to project a maximum pool of 2,400 Romanians under the TCP Program during FY 1982. RP is currently seeking ways to further phase down this program numerically by stressing an increased use of immigrant visas, and by establishing stricter criteria for applicants than is presently in use. Assuming RP is able to effect these changes, a realistic projection for Romanians during FY 1983 would most likely be in the range of 1,200.

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REFUGEE POOL FOR EASTERN EUROPE

IN FY 1983

II.

ASSUMPTIONS:

--That Martial Law in Poland remains in effect during FY 1983, thereby limiting the potential outflow from Poland and discouraging the return of the more than 200,000 Poles now in Western Europe.

--That the regular influx of Eastern Europeans into countries of Western Europe remains approximately 25,000 during FY 1983.

--That Third-Country resettlement will continue to hold at 50% for the inflow.

--That we are able to limit the Romanian TCP Program to 1,200 admissions.

Refugee Pool On 1 Oct. 1982	FY 83 Inflow	FY 83 Pool	Repat.	Population Reductions In-Place	3rd Country	Total Reduction	Remaining Pool
Poles: 210,000+	Unknown	210,000+	Unknown	Unknown	17,600	17,600	202,400
Romanians: Unknown	Unknown (in- country TCP)	Unknown	N/A	N/A	1,200	1,200	--
Other Nationalities: Unknown	10,000	Unknown	Unknown	Unknown	8,000	8,000	--
Totals: --	--	--	--	--	26,800	26,800	--

-12,800*

Third-Country Off-Take:

14,000**

Projected Resettlement in the U.S. in FY 1983:

* The resettlement programs of other countries can be expected to take approximately 50% of the Poles and other Eastern Europeans (excluding our TCP for Romanians)

** This total includes 8,000 Polish refugees, 800 Polish detainees, 1,200 in the Romanian TCP Program, and 4,000 other Eastern Europeans. Of those to be taken, approximately 5% are Priority 1, 10% are Priority 2 through 5, and 85% are Priority 6.

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Drafted by: RP/IAR:JChavchavadze:jd

Clearances: RP/RAP:BAFlatin
EUR/EE:MAnderson
EUR/EE:RWBecker

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POOL FOR REFUGEE ADMISSIONS FROM
THE NEAR EAST AND SOUTH ASIA
DURING FY 1983

I. Establishing the Pool

In FY 1982, the U.S. accepted for resettlement refugees from Afghanistan, Iraq, Syria, and Libya (as defectors in very few numbers). Because of persecution, traditional refugee movements from NEA nations have consisted mostly of persons with the intention of resettling in a third country. We often are faced with a request from the UNHCR, which has the mandate to protect refugees worldwide, for resettlement of a person from that region. Because the UNHCR has only one office, in Beirut, for the entire Middle East, the U.S. has often become involved in helping the UNHCR do its job (e.g., providing communications and guidance to posts where there is no UNHCR office). We, therefore, receive requests to accept these refugees. Because small numbers of certain types of refugees are usually quickly absorbed, either by the U.S. or another country, there is no population of Syrians, Iraqi Kurds, Libyans, or other groups, other than those described below, who exist as refugees outside their country of origin and who could form a part of the Near Eastern and South Asian pool.

A. Iraqi Christians, on the other hand, have fled from their country of origin in larger numbers. Not all have been absorbed by resettlement nations. A substantial population is found in Greece and Italy. Their claim to persecution as Christians has been questioned by the US Interests Section in Baghdad, whose reporting suggests that Iraqi Christians often use the refugee program as an alternative to regular U.S. immigration procedures. Although there is a possibility that there may indeed be Iraqi Christians who have fled Iraq because of a well-founded fear of persecution, we intend to provide these reports from Baghdad to the INS and reduce the admissions numbers allotted to Iraqi Christians.

B. The situation of the refugees from Afghanistan differs from the circumstances of other regional refugees. A substantial refugee population has had to flee what it hopes is a situation that will improve. For that reason, it is understandable that most of the refugees wish to return to Afghanistan when events permit. Most of the more than three million Afghan refugees are in Pakistan or Iran awaiting a more secure environment and an acceptable political solution prior to returning to their homeland.

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There is a smaller population of expatriate Afghans who wish, like the other NEA groups mentioned above, to resettle permanently in third countries. The typical Afghan who seeks resettlement is from one of Afghanistan's larger cities, is well-educated, probably has a professional occupation, and does not receive international refugee relief assistance. In Pakistan, assistance is only given refugees who reside in refugee camps. Most of the "urban" refugees (which UNHCR estimates are approximately 5% of the total population) are in the Pakistani cities of Peshawar, Karachi, Islamabad, or Lahore and are either able to support themselves or receive support from relatives. They live in large numbers in India, Italy, and Germany as well. About half of the more than 7,500 applicants so far this year from South Asia fall within Priorities 1 through 4. Priority 5 would expand the number by perhaps 25 percent.

C. The final group of refugees to be considered for admission in FY 1983 is a group which we have not, until now, admitted under the terms of the Refugee Act of 1980. Nearly a million Iranian refugees can be found throughout Europe and the Near East, although many may be considered resettled in their respective countries of residence (just as thousands of Iranians are in the U.S. under no threat of refoulement). NEA estimates that there are upward of 300,000 Baha'is in Iran, approximately 25,000 Christians, and 50,000 Jews. In the years since the overthrow of the Shah, the number of Iranians who have been admitted to the U.S. based on claims of persecution in Iran has decreased. No statistics for admission to the U.S. are kept for individual religious groups, but the humanitarian parole program has been used largely to benefit Baha'is, Christians, and Jews. During the first five months of FY 82, INS granted humanitarian parole to 181 Iranians and denied 185 requests. We expect that there may be as many as 4,000 applicants who might fit within priorities 1-5, but, if a refugee program is approved for Iranians, we plan to admit only Priorities 1-4, just as for other NEA refugees.

D. The fighting in Lebanon and the flight of some refugees from that country in early summer may bring domestic pressure from the Lebanese-American community for the Administration to establish a refugee admissions program to give relief to victims of the violence in Lebanon. Under the provisions of

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the Refugee Act, however, it does not appear that a refugee admissions program would be an appropriate response to the situation. It would be extremely difficult for Lebanese citizens to establish a well-founded fear of persecution based on "race, religion, nationality, membership in a particular social group or political opinion." The Congress has the authority to create a special program to permit the admission of victims of the hostilities in Lebanon, if it so chooses. (This would not involve their admission as refugees, however.)

II. Third Country Resettlement

NEA groups are not often resettled by third countries as refugees (though some are resettled by Australia under its Special Humanitarian Program), but many NEA refugees in Europe, including an estimated half-million Iranians, are permitted to remain in their countries of refuge with no threat of refoulement. Greece and Germany have recently imposed stricter visa requirements on potential asylum-seekers, however, and this may cause more pressure on resettlement nations, such as the U.S., Canada, and Australia to assist the UNHCR in finding homes for those NEA refugees who in times past would have been permitted entry into those countries.

Turkey has recently announced that it will resettle over 4,400 Afghan refugees of Turkic descent (including over 1,000 Kirghiz) from Pakistan. European nations resettle Afghans as refugees from South Asia in small numbers, usually accepting handicapped or disadvantaged refugees.

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~~CONFIDENTIAL~~PROJECTEDREFUGEE POOL FOR THE NEAR EAST AND SOUTH ASIADURING 1983

III.

ASSUMPTIONS:

- That the number of Afghans fleeing their homeland continues to follow the current rate.
- That most Afghan refugees would prefer to wait in asylum near their homeland for repatriation.
- That the Khomeini regime consolidates its control of Iran.
- That the exit of Christians from Iraq diminishes.
- That the U.S. is not expected to accept, for resettlement, large numbers of refugees from new areas of disruption, such as the Lebanon.

Refugee Pool on 1 Oct. 1982	FY 83 Inflow	Total FY 83 Pool	Population Reductions			Total Reduction	Remainder
			Repat.	In-Place	3rd Country		
Afghans: 3,000,000	500,000	3,500,000	--	--	8,200		3,491,800
Iranians: 1,000,000	10,000	1,000,000	--	500,000	4,000	504,000	506,000
Iraqis: 6,000	1,000	7,000	--	1,000	1,500	2,500	4,500
Others: --	500	500	--	--	200	200	300
(including Syrians and Libyans)							
Totals: 4,006,000	511,500	4,517,500	0	501,000	13,900	514,900	4,002,200
Third-Country Off-Take:							
					5,900		

Projected Resettlement in the U.S. in FY 1983:

8,000

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Drafted: RP/IAR:PR Lynch

Clearances: RP/RAP:BAFlatlin
NEA/RA:JPDodd

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POOL FOR REFUGEE ADMISSIONS FROM EAST ASIA
DURING FY 1983

I. The Current Pool:

By the end of this fiscal year, there will be an estimated 210,000 Indochinese refugees living in first-asylum countries. The outflow of new boat and land refugees from Indochina is expected to run about 44,000 in FY 1983, compared to approximately 54,000 in FY 1982.

II. The Countries of First Asylum:

A. Thailand: Thailand hosts the largest number of refugees. The Royal Thai Government (RTG) is deeply concerned about being left with a large residual refugee population. The Thai have also demonstrated in the past that they will act brutally to ensure that their policy objectives are achieved.

--For historical, political, and ethnic reasons, the Thai are most concerned about the approximately 9,000 Vietnamese now in Thailand. Although the RTG understands the need to limit the resettlement of Vietnamese refugees in order to reduce the flow out of Vietnam, the Thai will insist upon a significant reduction in the total Vietnamese camp population by the end of FY 1983.

--Although more tolerant of the Khmer because of repatriation possibilities, the RTG is adamant that a significant percentage of the 75,000 Khmer currently living in the holding centers be quickly resettled and that the holding centers be closed. Though no exact figures exist, we believe that the Thai are thinking in terms of resettling 25,000 to 35,000 Khmer within third countries the next two years. Those Khmer remaining in the holding centers at the end of this time would presumably be transferred (voluntarily or otherwise) to the border.

--The RTG is most relaxed about the lowland refugees from Laos, and may be willing to consider their resettlement in-place when the numbers of Khmer and Vietnamese refugees have been reduced to manageable numbers. Some highland Lao are occasionally being involuntarily repatriated, however. Others may be allowed to remain in the camp system.

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B. Malaysia and Indonesia: According to our embassies, both countries will agree to maintain first asylum as long as the total number of Vietnamese refugees within their borders continues to decrease at an appreciable rate. The Malaysians are probably looking for at least a 30% reduction; the Indonesians will likely settle for less.

C. The Philippines, Hong Kong and Macau: These three areas will probably maintain first asylum in the absence of excessively large increases in the number of Indochinese refugees living within their borders.

II. Policy Assumptions Concerning Resettlement:

Our primary objective for the Indochinese program is to reduce the flow of boat refugees from Vietnam and to reduce the number of refugees remaining in first asylum countries to a manageable number. The cooperation of Thailand is obviously the key. In FY 1983, we recommend that a relatively large number of Vietnamese and Khmer from Thailand be resettled in third countries in order to reduce significantly the residual camp populations. If we can accomplish this, and, assuming a continuation of the humane deterrence policy and a continuing decline of new refugee arrivals in first asylum, there may be an increased possibility that the RTG would be receptive to: (a) agreeing to further limitations on the third-country resettlement of Indochinese refugees, and (b) beginning discussions about the local settlement of some lowland and highland Lao refugees.

Should the proposed UNHCR-SRV discussions concerning the possible consideration of some reeducation camp inmates for the Orderly Departure Program indicate a need for additional refugee numbers for East Asia, we are hopeful that the Congress would view this need with understanding.

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Malaysia can be expected to resume the push-off of boats if camp populations are not sufficiently reduced. The other first asylum countries are to a degree less emotional about the refugee problem, but they too could become alarmed if the aggregate number of Indochinese refugees within their borders increased in FY 1983. Therefore, the U.S. and the other countries of third asylum need to ensure that the off-take of refugees for resettlement at the very least matches the number of new arrivals. Total camp populations inside the region would also have to be reduced to some extent to preserve the principle of first asylum.

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III.

PROJECTED

REFUGEE POOL FOR EAST ASIA

DURING 1983

ASSUMPTIONS:

-- That the rate of arrival of new Indochinese refugees will continue to decline at a significant rate. If there is an unexpected surge, we would enact the Emergency Group Provisions of the Refugee Act.

-- That the Thai government will agree to the resettlement of lowland and highland refugees from Laos once the numbers of Khmer and Vietnamese refugees inside Thailand have been reduced to manageable proportions.

Refugee Pool on Oct. 1, 1982	Inflow During FY 83	Pool FY 83	Population Reduction		Total	Remainir Pool
			Repat.	In-Place 3rd Country		
Laos (Highland)			-----			
88,000	6,000	94,000	2,000	10,000	12,000	82,000
Khmer 75,000	-----	75,000	15,000	22,000	37,000	38,000
Vietnamese 47,000	38,000	85,000	-----	52,000	52,000	33,000
<u>Third Country Off-Take :</u>						
				- 25,000		
				<u>59,000</u>		

Orderly Departure Program (refugees only):

+ 9,000

Projected Resettlement in the U.S. in FY 1983

68,000

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Drafted/IAR:JMillington

Clearances: RP/RAP:BAFlatlin
EA:PGardner

Document No. 3234B

Memorandum

DRAFT

*This draft
was replaced
by memo of
8/31/82 from Nelson*



Subject

Options for FY 1983 Refugee Admissions Ceilings

Date

To

William French Smith
Attorney General

From

Alan C. Nelson
Commissioner, Immigration and
Naturalization Service

On August 25th a meeting was held in Ambassador Douglas' office to discuss options for FY 1983 refugee admissions ceilings. In addition to Ambassadors Douglas and Vine, and Mr. David Hiller, representatives from INS, HHS, NSC and OMB were present. A memorandum from the Ambassador dated August 24th had been received quoting two options, one for an overall total of 102,000 and the second showing 98,000. The lower number reflected the Coordinator's wish to hold FY 1983 numbers under 100,000. During the course of the meeting the 98,000 figure was accepted as the recommendation for presentation to the President.

INS has no great objections to either number except to say that we support Ambassador Douglas' proposal to keep the ceiling under 100,000.

Discussion of sub-groups

Africa

FY 1982	3,500	FY 1983	3,000
---------	-------	---------	-------

The proposed 3,000 is equal to the number originally authorized for FY 1982 and INS has no objection to it. It should be pointed out that at mid FY 1982 an additional 500 numbers were added to bring this sub-group up to 3,500. Any retreat from this higher number for FY 1983 could raise some objections.

Latin America/Caribbean

FY 1982	3,000	FY 1983	2,000
---------	-------	---------	-------

The proposed numbers show a decline of 1,000 from last year's total. Again INS has no objections. During FY 1982 it is estimated that only one or two hundred refugees of the authorized 3,000 will be admitted, so in this context, the 2,000 approved for next year will still exceed the number entering this year. There could be some objections based on political grounds over the reduction in these numbers in the face of the highly volatile political situation existing in Latin America today.

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Soviet Union/Eastern Europe

FY 1982	Soviet Union	20,000	FY 1983	17,000
	Eastern Europe	<u>11,000</u>		
		31,000		

For FY 1983 the Soviet sub-group and the Eastern Europe sub-group have been combined. Last year these groups were set at 20,000 and 9,000 respectively. During FY 1982, because of the strained relations between the United States and the Soviet Union, the flow of Soviet refugees was cut by the USSR to a trickle. Of the 20,000 numbers authorized, only 3,000 to 4,000 will be used. Insofar as the Eastern Europe numbers are concerned, the original 9,000 were determined to be inadequate in view of the Polish developments and an additional 2,000 were added at mid year making a total of 11,000. All these numbers will be used by year's end. The act of combining these two sub-groups into one for FY 1983 will give the Coordinator more flexibility in assigning numbers between them. The House of Representatives may or may not question this maneuver but if so, we do not think the objection will be strong. INS has no objection.

East Asia

FY 1982	100,000	proposed FY 1983	68,000
---------	---------	------------------	--------

The Indochinese refugee group represents perhaps the most controversial group of refugees addressed. Although 100,000 were authorized for the current year, it is expected that only about 76,000 will enter the United States. This restriction of flow was a policy purposely pursued by the Department of State. The new FY 1983 total of 68,000 as proposed is perceived as an answer to Congressional pressure for an even further reduction in this program. The Department of State is not happy with this lower number since it is believed that it will raise grave concern in Thailand and perhaps effect that country's future first asylum dealings with refugees. INS has no comments except to observe that the proposed 68,000 allocation seems realistic in view of the climate in Congress and the nation as a whole.

Near East and South Asia

FY 1982	6,500	proposed FY 1983	8,000
---------	-------	------------------	-------

The originally authorized total for FY 1982 was 5,000 but this number was raised at mid year to 6,500. The proposed FY 1983 total of 8,000 reflects an estimate of 4,000 numbers to be allocated for the first time for the use of Iranian refugees. Until now, and at the request of the Department of State, Iranians have not been processed under the Near East refugee program. Previously, a program of liberal visa issuance by the Department of State and a humanitarian parole program administered by INS have been used to provide relief for the most pressing cases. INS granted parole to approximately 400 Iranian minority members during FY 1982. INS believes the proposed inclusion of Iranians in the refugee program is desirable since it would offer a more straightforward approach to the Iranian situation and bring it in line with the handling of other refugee groups.

DRAFT

Memorandum



RECEIVED
OFFICE OF THE
ATTORNEY GENERAL
SEP 2 6 05 PM '82

Subject

Options for FY 1983 Refugee Admissions Ceilings

Date 31 AUG 1982

To

William French Smith
Attorney General

From

Alan C. Nelson
Commissioner, Immigration and
Naturalization Service

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Soviet Union/Eastern Europe

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	Eastern Europe	<u>11,000</u>		
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CLASSIFIED MATERIAL ATTACHED



UNITED STATES COORDINATOR
FOR REFUGEE AFFAIRS
WASHINGTON, D.C. 20520

Declassified Case: NW 53775
Date: 11-02-2013

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August 24, 1982

MEMORANDUM

TO : Mr. Alan Nelson, Commissioner, Immigration and
Naturalization Service
Dr. Phillip Hawkes, Director, Office of Refugee
Resettlement, Department of Health and Human
Services
Ambassador Richard Vine, Director, Bureau of Refugee
Programs, Department of State
Mr. David Hiller, Associate Deputy Attorney General,
Department of Justice
Mr. Michael Guhin, Director of Global Issues,
National Security Council
Mr. Bruce Sasser, Budget Examiner, Office of
Management and Budget

FROM : H. Eugene Douglas *Hen*
SUBJECT: FY 83 Refugee Admissions

PURPOSE

To review the Administration's options for FY 83 refugee admissions ceilings. Assuming that a consensus can be achieved on regional levels, I plan to have a draft Memorandum for the President in the hands of the appropriate Cabinet officers by Wednesday evening. The White House and OMB should have the final package for the President by Friday afternoon, August 27.

ISSUE FOR DISCUSSION

Department of State's Position:

State has recommended regional admissions levels as follows:

Africa	3,000
Latin America/Caribbean	3,000
Soviet Union/East Europe	20,000
Near East and South Asia	8,000
East Asia	68,000

TOTAL FY 83 102,000

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DECL: 08/24/88

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Coordinator's Position:

FY 83 is a year of decision for the U.S. refugee program. The Administration is mindful of the need to demonstrate to the Congress as well as to the general public that the country can have a well managed yet generous refugee program which strikes the proper balance between external need and our domestic capability to receive and care for refugees.

Earlier this month I suggested to State that it consider a downward revision of its FY 83 recommendations by a total of 8,700 persons. These revisions were to be spread over several regions. Responding for the State Department, Dick Vine expressed the unanimous opposition of all geographic bureaus to changes in their original admissions recommendations.

While I do not share all of State's regional admissions assessments, in most cases the benefit of the doubt should go to the Department. In the East Europe/Soviet Union and Latin America/Caribbean regions, however, I believe we can afford reductions without seriously exposing the program to significant risk.

East Europe/Soviet Union

I propose that this regional admissions level be reduced from State's proposed 20,000 to 17,000.

EAST EUROPE/SOVIET UNION

<u>SUB REGION</u>	<u>STATE RECOMMENDATION</u>	<u>COORDINATOR'S PROPOSED CHANGE</u>
Poland (incl. detainees)	8,800	7,800
Other East Europe	4,000	2,000
Romanians	1,200	1,200
Soviets	6,000	6,000

The suggested reduction in this group is taken chiefly from the "other East European" category and a one thousand man reduction in the Polish refugee estimate. The FY 83 "Other East European" category was more than double the FY 82 actual. The Polish refugee reduction seems reasonable in light of our FY 82 effort to work off most of the Austrian population. A level of 7,800 seems a defensible figure to take care of Austrian residual population plus detainees.

This region has a built in contingency in the Soviet provision for 6,000 spaces which are unlikely to be filled.

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The European Bureau has accepted the revised ceiling of 17,000.

Latin America

The FY 82 actual may reach 800-900 if all of the Cuban political prisoners in Costa Rica and Spain arrive prior to the end of the fiscal year. Even if only half get in this year, there would be ample flexibility in an FY 83 level of 2,000 spaces.

The Latin American Bureau has accepted the revised ceiling of 2,000.

In light of the support that the Huddleston and Bumpers amendments were able to achieve in the Senate during floor debate on immigration reform, I would suggest that the Administration come in with an FY 83 admissions recommendation below the 100,000 mark.

REVISD FY 83 REFUGEE ADMISSION CEILING

Africa	3,000
Latin America/Caribbean	2,000
Soviet Union/East Europe	17,000
Near East and South Asia	8,000
East Asia	68,000
TOTAL FY 83	98,000

